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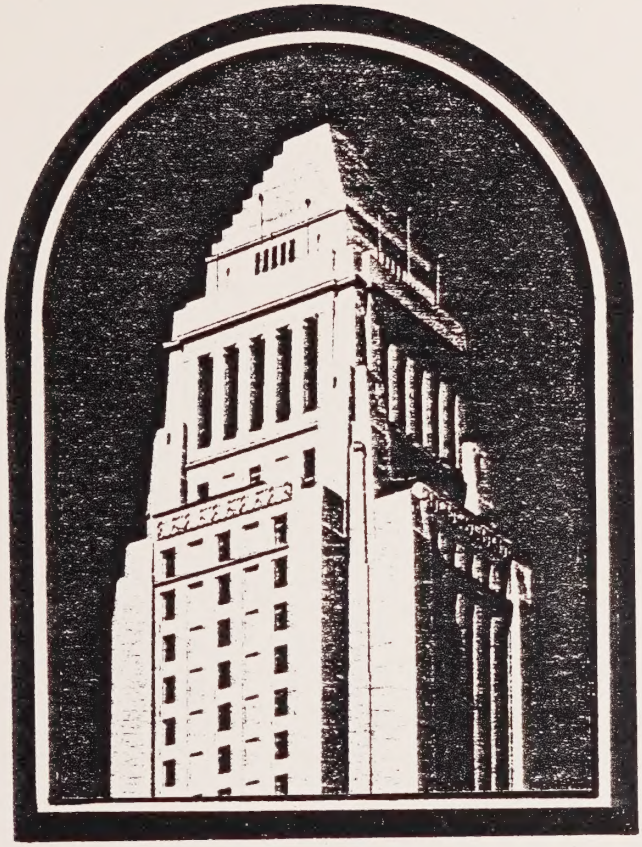

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PERSONNEL DEPARTMENT

1978-79 ANNUAL REPORT

City of Los Angeles

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The Honorable Tom Bradley
Mayor, City of Los Angeles

and the

Honorable City Council

The Civil Service Commission respectfully submits this annual report for fiscal year 1978-79 for your consideration.

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PERSONNEL DEPARTMENT

ANNUAL REPORT
1978-79

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INTRODUCTION

During any given year, many of the Personnel Department's activities have a significant impact on the conduct of City government. The 1978-79 fiscal year was no exception. Among the ongoing Personnel Department programs of that year, some events stand out as particularly important for Department and City operations, while several others are meaningful for the conduct of City business in the future.

The problems of budgeting as a result of the passage of Proposition 13 were critical, and the City responded to the necessity of seeking increased workforce productivity and efficiency. Questions of compliance with Federal and State laws and court decisions were interwoven throughout much of the Personnel Department's work efforts. Managing programs subject to Federal regulation, intervention, and control constituted a major task. At the same time, changing needs and circumstances required continuous attention to developing new procedures, methods, and approaches.

In the pages that follow, several key programs and activities are described to provide a summary of how the Personnel Department responded to a rapidly changing and often uncertain environment.

CETA — A YEAR OF CHANGE

Fiscal year 1978-79 was a year of transition for the CETA Public Service Employment (PSE) programs. The original CETA legislation of 1973 expired on September 30, 1978, and continuation of CETA activities beyond that date was dependent upon the adoption of reauthorization legislation. However, Congress did not take action by the September 30 deadline and PSE had to exist on surplus funds borrowed from other CETA programs. During the interim period, the City did not know its funding allocations, was unable to plan programs properly, and had to operate under transitional regulations until final approval of the Act.

On October 27, 1978, the CETA reauthorization legislation was signed into law and in November, 1978, base funding allocations were announced. Although the City received $120.8 million for 1978-79 PSE programs, the allocations were insufficient to sustain the enrollment levels which had resulted from major expansion efforts during the prior year. Accordingly, these allocations required immediate action to begin phasing down the size of the program. In order to accomplish this, while at the same time striving to avoid layoffs, all CETA operators received a 10 percent reduction from their September 30, 1978 onboard needs, and had to develop a phase down plan to meet a specified monthly attrition rate. A hiring freeze was imposed on all CETA PSE positions. Through these measures, layoffs were avoided, the PSE programs continued to operate effectively, and enrollment was reduced from 12,600 on July 1, 1978, to 8,000 on June 30, 1979.

Under the new legislation, Title II (now known as Title II-D) experienced dramatic changes. Unlike former PSE efforts, the program was changed to a modified work experience program oriented toward the private and non-profit sectors.

TASK FORCE ON WORKFORCE ECONOMY AND PRODUCTIVITY

As a result of Proposition 13, the City Council approved a motion establishing a Task Force on Workforce Economy and Productivity to investigate methods of cutting the costs of City personnel and increasing productivity.

As established by the City Council, the Task Force was charged with investigating ways of cutting costs and increasing productivity, with special emphasis to be placed on:

1) reduction of the City workforce --

2) elimination of the automatic salary step increase plan --

3) revision of the City classification plan --

4) establishment of productivity incentives for City personnel --

5) development of a professional management and supervisory system, including performance incentives --

6) elimination of duplication and overlap of work functions --

7) improvement of managerial authority and accountability --

Task Force members came from City departments, employee organizations, and the general public. At its first meeting on August 22, 1978, the Task Force selected John J. Driscoll, Personnel Department General Manager, as Chairman.

After careful review of 90 issues, the group identified five broad areas of concern needing thorough examination:

1) City organization and management --

2) personnel and labor relations --

3) budget and finance --

4) support services, equipment and supplies --

5) capital improvements

As the close of the fiscal year, the Task Force report, with its findings and recommendations, was in the hands of Council members and Committees for the purpose of discussion and decision making. Thus while Proposition 13 created several severe problems, it also provided the stimulus to assess Citywide systems, procedures, and practices through the efforts of the Task Force.

CITYWIDE CONSOLIDATION OF VARIOUS FUNCTIONS

During the year, the City Council approved the consolidation of several City departments, bureaus and functions into two new departments -- the Department of Transportation and the Department of General Services. These consolidations affected several thousand employees and resulted in significant changes in organization and reporting relationships. The Personnel Department representatives prepared information for, and met with, department heads, employees and employee group representatives to explain the civil service significance of the consolidations and to insure that the consolidations were completed in accordance with Council instructions. Specifically, Classification Division staff analyzed the impact of the various functional transfers on all affected employees. Assignment rights of employees were determined and explained in detail to everyone involved in the transfers. Through these efforts complicated consolidations were effected smoothly and with a full understanding of their civil service significance.

The scope of the consolidations is indicated more clearly in the detail that follows.

Department of General Services

In July, 1977, the City Administrative Officer's management audit report of the Department of Public Works included a recommendation to consolidate a number of housekeeping activities into one unit. Representative services included vehicle repair and maintenance, building service, purchase and distribution of supplies, mail and messenger service, and telephone and communication services. This resulted in the creation of the Department of General Services by consolidation of the following service activities:

from the Department or Bureau of	
Public Buildings:	929 employees
Fleet Services:	598 employees (all)
Public Utilities and Transportation:	327 employees
Supplies:	135 employees (all)
Standards:	62 employees (all)
Right of Way and Land:	22 employess

Department of Transportation

The Department of Transportation was created in response to the City Council's desire to centralize the City's transportation engineering and planning efforts. Various groups of employees from several departments were transferred to the new department, as follows:

from the Department or Bureau of	
Traffic:	579 employees (all)
Public Utilities and Transportation:	27 employees
Engineering:	15 employees
Planning:	10 employees
Off-Street Parking:	7 employees (all)
Community Development:	1 employee

PROPOSITION 13 AND THE RETRENCHMENT PROCESS

Immediately following the passage of Proposition 13 on June 6, 1978, the City faced a troubled and uncertain financial future. Budgeted programs for the 1978-79 fiscal year were funded at a level that could not be sustained in view of the projected decline in property taxes.

The initial impression of City management was that a large number of City employees would need to be laid off. Because the City has an extremely rigid and complex layoff and displacement system, which is based on both departmental and Citywide seniority, the Personnel Department's Administrative Services Division spent many hundreds of hours developing layoff lists for classes that could have been affected by massive reductions in service levels.

This time consuming, costly, and essential task was in the end not needed due to the receipt of State surplus funds and the decision of the Mayor and Council to impose a strict hiring freeze. The freeze became the chief vehicle to achieve reduced expenditure levels necessitated by Propostion 13. In addition to the general hiring freeze, many positions throughout the City, including 51 in the Personnel Department, were deleted from various programs. Incumbents of those positions were assigned elsewhere and very few layoffs actually occurred because the Personnel Department engaged in a number of layoff avoidance activities. Essentially, transfers and reassignments were facilitated instead of eligible list certification for all classes affected by the freeze.

CLERICAL CLASSIFICATION SURVEY

In October, 1978, the Personnel Department began work on a major restructuring of approximately 5,000 clerical positions assigned to City departments. By the close of the fiscal year, all departments had completed and forwarded several thousand position descriptions, and staff assigned to the survey team were in the process of conducting field audits and office reviews of the descriptions. Additionally, a tentative structure of clerical positions relationships had been established.

The recommendations developed as a result of these efforts included a significantly reduced number of clerical classes and separate pay grades within most. The proposed structure was designed to allow for increased management flexibility in the selection, assignment, and movement of personnel.

CALIFORNIA SUPREME COURT MANDATES WORKERS' COMPENSATION REHABILITATION

On January 1, 1975, Section 139.5 of the California State Labor Code established an occupational rehabilitation program for employees who became disabled as a result of job-related injuries. Initially, public agency employees were not covered under this new benefit, which provided comprehensive counseling, vocational training, and cash payments to qualified individuals. On March 14, 1979, the State Supreme Court, by its action on an Appellate Court decision, confirmed a Workers' Compensation Appeals Board ruling that public employees are to be included under the Labor Code Section 139.5 mandatory rehabilitation program. The ruling was retroactive to January 1, 1975, which created an immediate and significant backlog of several hundred cases.

In response to the ruling, the Personnel Department requested funds for several positions to administer the rehabilitation program. Additionally, over $500,000 was approved for rehabilitation temporary disability payments, counseling, and training services for injured employees qualified for participation in the program.

While it is too early for comprehensive cost data to be available, total rehabilitation expenses could amount to several million dollars per year after the program becomes fully operational. To meet these problems and minimize cost, careful review will be needed of current City policies on return of injured employees to duty. This could become a very important issue if the double cost of disability pensions and rehabilitation is to be avoided for individuals who may not be able to return to their former jobs.

CIVIL SERVICE COMMISSION STREAMLINES EXAMINATION APPEAL PROCEDURES

In March, 1979, the Civil Service Commission changed its Rules to streamline the examination protest process. The new procedure provides for three different protest periods:

1) the first four days after a written test;

2) the first two days after an interview, performance, or physical abilities test; and

3) the four days after final scores are released

The revised protest procedure requires that any claim against written examination content must be supported by reference to appropriate authorities and must be submitted in a timely fashion. Further, written test protests not resolved by staff shall be submitted to an expert review panel, whose decision is final.

These important changes have resulted in a significant decrease in the amount of time spent by both staff and the Commission in resolving protests. Essentially, unsuppported or frivolous claims against test content can now be dealt with appropriately and will not be permitted to cause needless delays in the testing process. The end result will be a reduction in the time and cost required to establish eligible lists and fill jobs.

MEDICAL STANDARDS - REVISED

A significant step taken in the 1978-79 year was the development of revised rules, policies, and procedures for the administration of pre-placement medical examinations. These changes were required to comply with the provisions of the Rehabilitation Act of 1973. They resulted in a more job-related medical evaluation which places emphasis on the individual job to be filled.

Essentially, the changes mean that while a candidate may not be able to perform all of the jobs in a class, the individual may be able to perform quite well in one or more specific jobs within a class. The new procedure requires that a candidate be evaluated periodically in terms of the tasks to be performed on a job, instead of against a set of medical standards. The work the candidate will be called up on to do is to be considered, and an effort made to see if reasonable changes can be made in the job to accommodate the candidate's limitations. The change should therefore prove helpful with the placement of handicapped persons.

CRITICAL ADMINISTRATIVE AND MANAGERIAL POSTS FILLED

An unusually high number of important administrative and managerial positions were vacated or created during 1978-79, thereby necessitating extensive recruitment and examining activities.

Resulting from consolidations of various Citywide support activities, two examinations were given; one for General Manager General Services Department, the other for General Manager Department of Transportation. In both cases, appointments were made from among career employees.

Other important posts filled during the year included General Manager Data Service Bureau, Assistant General Manager Data Service Bureau, Retirement Plan Manager, and General Manager of the Harbor Department. Most importantly, a nationwide search for a new City Administrative Officer was initiated upon the announcement of the incumbent's retirement.

ASSESSMENT CENTER USE

Under an Intergovernmental Personnel Act grant, the Personnel Department developed an assessment center model.

To apply the model in practice, the class of Fire Assistant Chief was selected because of its level, the character of the work, and a small candidate group. The Fire Department's willingness to participate in the exercise was an added incentive. A job analysis of the class was conducted and management exercises, based on the elements found to be critical for satisfactory job performance, were developed.

The exercises were administered to 24 candidates, while 11 representatives of the City, County and private sector were trained for 3½ days on assessment techniques. Both the Fire and the Personnel Departments found the entire process to be an extremely effective method of selection.

The work done by the IPA grant staff demonstrated that the assessment center is a valuable examination device, provided that it is used selectively and competently administered. Its purpose of providing better insight and decision making in the selection of high-level personnel was achieved.

CONCLUSION

Overall, the Personnel Department's performance in 1978-79 can be seen as a set of interrelated activities designed to seek and apply the best of current personnel practices to help resolve some critical City problems. In a year of continuing change, reduced budgets, and increasing costs, the activities of the Personnel Department were directed toward improving productivity, minimizing costs in both the Department and City operations, and meeting the requirements of legislative and judicial mandates.

APPENDIX

Quantitative summary of selected activities

A. Personnel Selection	1978-79	1977-78
Number of Applications Filed		
Open Competitive	15,825	64,352
Promotional	11,825	19,736
Number of Applicants Tested		
Written Tests	18,147	64,897
Performance Tests	2,511	3,666
Physical Ability Tests	1,172	3,907
Interviews	9,019	20,506
Number of Examinations Completed		
Regular Basis	281	375
Continuous Basis	78	110
Number of Classes Examinations Completed For		
Regular Basis	215	284
Continous Basis	55	83
Number of Eligibles Added to Eligible Lists		
Open Competitive	9,501	11,437
Promotional	6,335	8,851
Number of Eligibles Certified		
Permanent Positions	45,244	203,489
Limited/Intermittent Positions	6,450	25,998
Number of Eligibles Appointed		
Permanent Positions	3,249	6,259
Limited/Intermittent Positions	281	773
Average Number of Calendar Days		
Exam Need to Exam Announcement	46	36
First Test to List Estab. (Reg)	69	68
First Test to Eligibles Avail. (Cont)	9	11

Recruitment Division -
Affirmative Action Statistics

Category	Total Self-Identified Applications 1978-1979	% change over 1977-1978 Minorities	Females
Officials/Administrators	247	0	+324
Professional	2,737	- 4.4	- 11.4
Technical	1,175	+45.1	+215.2
Protective Service	5,894	-20.9	- 24.7
Paraprofessional	168	+16.4	+101.5
Office/Clerical	4,905	+13.5 (Hispanic only)	- 10.3
Skilled Craft	7,504	- 6.8 (Hispanic/Female only)	+167.5
Service/Maintenance	812	-93.0 (Asian/Female only)	- 49.3
Females	5,682		- 3.9
Measure of Effectiveness	71.2 % Minority and Female		- 11.0

B. Personnel Management	1978-79	1977-78
City Training Programs		
City In-House Training		
Total Number of Sessions:	194	243
Total Number of Employees Attending:	2,849	3,921
City Contract Training		
Total Number of Sessions:	1,033	1,609
Total Number of Employees Attending:	1,123	4,657
Specialized Training Programs (outside Seminars and Workshops)		
Total Number of Requests Processed:	603	2,508
Total Number of Requests Approved:	518	2,448
Total Number of Requests Disapproved:	85	60

	1978-79	1977-78
Tuition Reimbursement Program		
Total Number of Requests Processed:	276	470
Total Number of Requests Approved:	262	453
Total Number of Requests Disapproved:	14	17
Unit Determination Petitions Processed:	36	57

C. Workforce Data

Average Work Force		
Water and Power	9,827	10,419
Other Departments	35,875	38,450
Total	45,702	48,869
Total Separations		
Discharges, Terminations, and Resignations in Lieu of		
Discharges	1,308	1,076
Resignations	5,957	4,735
Layoffs	864	764
Retirements	1,509	1,240
Deaths	145	158
Total	9,783	7,973
Total Accessions	5,445	8,749
Work Force at End of Year		
Civil Service Employees	37,123	39,762
Temporary Employees	1,424	2,080
Exempt Employees	6,871	7,755
Total	45,418(B)	49,597(A)

(A) 4113 - CETA Employees 1977-78
(B) 2780 - CETA Employees 1978-79

Suspensions (S) and Discharges (D)	1978-79		1977-78	
	S	D	S	D
Total Suspensions and Discharges Filed	217	98	183	97
Total Appeals Filed	25	50	16	59
Total Appeals Withdrawn or Hearings Not Granted	4	7	3	6
Actions Sustained	5	28	6	27
Actions Not Sustained				
Employee Returned to Duty	5	5	4	3
Lesser Penalty Substituted	2	9	2	5

D. Workers' Compensation (excluding Water and Power)

	1978-79			1977-78		
	Total	Civilian	Sworn	Total	Civilian	Sworn
Employees Covered	35,625	25,884	9,741	39,747	29,562	10,185
%	100	72.7	27.3	100	74.4	25.6
New Cases	11,143	5,588	5,555	11,169	5,949	5,220
%	100	50.1	49.9	100	53.3	46.7
Temporary ($) Disability	6,941,191	2,529,721	4,411,470	8,744,279	2,894,587	5,849,692
%	100	36.1	63.9	100	33.1	66.9
Medical Costs ($)	10,563,232	4,121,523	6,441,709	6,145,124	2,098,131	4,046,993
%	100	39.0	61.0	100	34.1	65.9
Award Costs ($)	1,576	740	836	1,672	706	966
%	100	47.0	53.0	100	42.2	57.8
Award Costs ($)	5,539,588	1,903,103	3,636,485	5,912,693	1,738,838	4,173,855
%	100	34.4	65.6	100	29.4	70.6
Total Cost ($)	23,044,011	8,554,347	14,489,664	20,802,096	6,731,556	14,070,540
%	100	37.1	62.9	100	32.4	67.6

Workers' Compensation - Actual Expenditures - Receipts (excluding Water and Power)

Year	Employees Covered	New Cases	Total Expenditures	Total Payroll	Cost/$1000 Payroll	CETA Reimbursement
77-78	39,762	11,169	24,053,688	586,455,175	41.01	1,156,539
78-79	35,625	11,143	23,833,036	680,467,199	35.02	1,404,534

Year	SB 90 Reimbursement	3rd Party Recoveries	Total Recoveries-Reimbursements	Total Expenditures Less Receipts	Cost/$1000 Payroll (with Rects. Deducted)
77-78	2,164,126	293,107	3,613,772	20,439,916	34.85
78-79	2,337,036	328,550	4,070,120	19,762,916	29.04

E. Health and Dental Plan Enrollment

The following is a summary of City-Administered Health Plan active enrollment as of June, 1979 and a comparison of the total enrollment with that of June, 1978.

PLAN	1 PARTY	2 PARTY	FAMILY	TOTAL
Connecticut General	2,729	1,070	1,301	5,100
Kaiser	4,083	3,245	4,947	12,275
Ross-Loos	891	486	699	2,076
TOTAL	7,703	4,801	6,947	19,451

ACTIVE ENROLLMENT

PLAN	6/78	%	6/79	%
Connecticut General	5,940	29.0	5,100	26.2
Kaiser	12,691	61.9	12,275	63.1
Ross-Loos	1,876	9.1	2,076	10.7
TOTAL	20,507		19,451	

Dental Insurance Program

The following is a summary of the City-Administered Dental Plan enrollment:

	COVERAGE			
PLAN	1 PARTY	2 PARTY	FAMILY	TOTAL
Connecticut General (June 1978)	19,736	1,631	1,544	22,911
Connecticut General (June 1979)	16,887	1,915	1,889	20,691

F. CETA Participant Enrollment

The distribution of authorized positions and funds allocated by the type of agency receiving FY 1978-79 PSE grants follow:

Agency	Authorized Positions	Allocation
City of Los Angeles	4,879	$ 46,200,000
Other Public Agencies	4,646	37,100,000
Private Non-Profit Agencies	3,516	37,500,000
TOTAL	13,041	$120,800,000

NOTE: Through the Request for Funding Proposal process initiated in May, 1978, nine public agencies (excluding the City) and 148 private non-profit organizations were approved for PSE funding. The agencies participating in the program include such diverse organizations as the State of California, University of Southern California, Los Angeles Unified School District, Watts Labor Community Action Committee, United Way, Legal Aid Foundation of Los Angeles and California Confederation of the Arts.

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